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Programme budget for the biennium 2014-2015

Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

**Office of the Special Adviser to the Secretary-General on Yemen
Office of the Special Envoy of the Secretary-General for the Sahel
Panel of Experts on Yemen**

**Twenty-eighth report of the Advisory Committee on
Administrative and Budgetary Questions on the proposed
programme budget for the biennium 2014-2015**

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/68/327/Add.11). The report contains the proposed additional resource requirements for 2014 for the Office of the Special Adviser to the Secretary-General on Yemen, and the 2014 resource requirements for the newly established Panel of Experts on Yemen, in an amount totalling \$3,940,500 net (\$4,148,000 gross), and an update on the leadership of the Office of the Special Envoy of the Secretary-General for the Sahel. During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 6 May 2014.

2. The Advisory Committee recalls that the General Assembly, in its resolution 68/247, approved the total amount of \$596,826,600 for the budgets of the 36 special political missions authorized by the Assembly and/or the Security Council, and approved a charge totalling \$596,826,600 net against the provision for special political missions requested as part of the proposed resources for section 3, Political affairs, of the proposed programme budget for the biennium 2014-2015, amounting to a total of \$1,197,957,200, for the biennium.



II. Office of the Special Adviser to the Secretary-General on Yemen

3. By its resolution 68/247, the General Assembly approved a budget of \$4,091,600 net of staff assessment for the Office of the Special Adviser to the Secretary-General on Yemen for 2014 in order to ensure the full and effective implementation of Security Council resolutions 2014 (2011), 2051 (2012) and 2140 (2014), and the Transition Agreement (see A/68/327/Add.11, paras. 1-5). In accordance with an exchange of letters with the President of the Security Council in June 2012 (S/2012/469 and S/2012/470), the Secretary-General established the Office of the Special Adviser to the Secretary-General on Yemen, which will continue to exercise the Secretary-General's good offices role, including through regular and frequent visits to Yemen, to engage closely with all sides in Yemen.

4. According to the report, additional resource requirements are being requested as a result of a security risk assessment in March 2014 by the Department of Safety and Security, which recommended additional security measures to mitigate the increasing risks to the Special Adviser. Revised planning assumptions are provided (see A/68/327/Add.11, para. 6) and it is indicated that the unpredictable requirements for the travel of the Special Adviser in response to requests by local stakeholders are often decided at short notice and necessitate a dedicated security presence in the country to support the security management, planning and coordination requirements for office security and close protection operations. Such a team is not currently present in Yemen; rather, security officers are reassigned from other United Nations offices, which practice, according to the report, is not sustainable.

5. According to the report, it is proposed to abolish one Field Service position of Security Officer and to establish a position of Chief Security Officer at the P-3 level. In addition, it is proposed to establish a dedicated close protection team of 10 Field Service staff (A/68/327/Add.11, para. 9). The team would also support the Panel of Experts on Yemen (see para. 19 below). Moreover, the Secretary-General proposes the establishment of one Administrative Officer position at the Field Service level and four Local-level positions, comprising one Finance and Budget Assistant, one Logistics Assistant and two Drivers (*ibid.*). **The Advisory Committee has no objections to the proposed staffing changes.**

6. Upon enquiry, the Committee was informed that efforts would be made to coordinate close protection requirements between the Office of the Special Adviser to the Secretary-General on Yemen and the Panel of Experts on Yemen to the extent possible. The Committee was provided with a table of the location of close protection teams and the number of officers in each mission worldwide, totalling 254 Protective Services Officers (see the annex to the present report).

7. The Advisory Committee recommends that the General Assembly request the Secretary-General to review the organizational arrangements and related resources for close protection in peacekeeping and special political missions of the United Nations from the viewpoint of effectiveness and efficiency of these services and to report thereon to the Assembly.

8. In paragraph 8 of his report, the Secretary-General states that the proposed net additional requirements of \$1,493,100 (\$1,637,700 gross) would provide for salary and common staff costs for international staff (\$794,200) and national staff

(\$108,200), facilities and infrastructure (\$404,500), ground transportation (\$40,000), communications (\$82,200), information technology (\$49,200) and other supplies, services and equipment (\$50,100). Additional net requirements represent a 36.5 per cent increase as compared to the 2014 approved budget and are offset in part by a reduction in the existing provision under official travel in the amount of \$35,300. An amount of \$446,600 of the additional net requirements represents non-recurring security costs to ensure compliance with minimum operating security standards for premises and various equipment, and alteration and renovation services to accommodate additional personnel.

9. Upon enquiry, the Advisory Committee was informed that for the period from May to December 2014, a vacancy rate of zero per cent had been applied to all additional international and national positions, which measure assumed that all those positions would be filled as of 1 May 2014. **The Committee questions the possibility of filling all additional positions as of 1 May 2014 and, in view of the time required for recruitment, therefore recommends for all of them a vacancy rate of 50 per cent for the first eight months (May-December 2014). The Committee also recalls the Assembly's request that the Secretary-General ensure that vacant posts be filled expeditiously (see resolution 66/264).**

10. During its consideration of the report of the Secretary-General, the Advisory Committee enquired about the frequency and length of the Special Adviser's visits to Yemen and the rationale for the fact that the Special Adviser was not based in Yemen. The Committee was informed that the Special Adviser was based in New York owing to the need for frequent briefings to the Security Council, which were to take place every 60 days (every 30 days previously).

III. Office of the Special Envoy of the Secretary-General for the Sahel

11. In paragraph 11 of his report the Secretary-General recalls that the General Assembly, in section VI, paragraph 6 of its resolution 68/247, requested the Secretary-General to review the appropriate level of leadership arrangements for the Office of the Special Envoy of the Secretary-General for the Sahel. In paragraph 12, the Secretary-General states further that in October 2012 he appointed a Special Envoy for the Sahel to develop and oversee the implementation of an integrated strategy for addressing the root causes of insecurity in the region. According to paragraph 14 of the report, on 1 January 2014, after extensive consultations with Member States, the Secretary-General relocated the Office of the Special Envoy from Rome to Dakar to be co-located with the Office of the Special Representative of the Secretary-General for West Africa. Upon conclusion of the tenure of the Special Envoy, as stated in paragraph 15 of the report, the responsibility for the implementation of the United Nations integrated strategy for the Sahel was entrusted to the United Nations system in the region, by placing the Office of the Special Envoy under the overall authority of the Special Representative of the Secretary-General for West Africa.

12. Moreover, according to paragraph 15 of the report, on 24 January 2014, the Secretary-General wrote to the President of the Security Council to inform him of the change in leadership of the Office of the Special Envoy of the Secretary-General for the Sahel (S/2014/51) and a hand-over meeting from the Special Envoy to the

Special Representative was organized in Dakar on 17 February 2014, in order to ensure continued leadership. As stated in paragraph 17 of the report, recruitment of the head of the Office of the Special Envoy of the Secretary-General for the Sahel at the Assistant Secretary-General level is in its final stages and upon selection, the Special Envoy and Head of Office will oversee the daily work related to the implementation of the United Nations integrated strategy for the Sahel, engage with senior United Nations and non-United Nations actors, and provide political and strategic advice to the Special Representative of the Secretary-General for West Africa. In paragraph 18 of his report, the Secretary-General recommends maintaining the position of the Head of Office at the Assistant Secretary-General level, under the overall authority of the Special Representative of the Secretary-General for West Africa.

13. Upon enquiry, the Advisory Committee was informed that the position of Special Envoy at the level of Under-Secretary-General on a when actually employed basis had been phased out at the end of January 2014. With effect from 1 January 2014, the Head of Office position at the D-2 level had been upgraded to the level of Assistant Secretary-General, as Special Envoy and Head of Office. The recruitment process for that position was currently in its final stage. Pending the recruitment of the new Special Envoy for the Sahel, the Special Representative of the Secretary-General for West Africa provided valuable strategic direction. The Committee was also informed that the Special Envoy for the Sahel would have an independent mandate, with support provided by the Office of the Special Envoy in Dakar. The incumbent would report to the Secretary-General through the Under-Secretary-General for Political Affairs. The Committee was further informed that there would be synergies between the work of the Special Envoy and that of the Special Representative of the Secretary-General for West Africa in terms of ensuring a strategic vision for the region.

14. The Advisory Committee recommends maintaining the position of the Special Envoy of the Secretary-General for the Sahel at the level of Assistant Secretary-General.

IV. Panel of Experts on Yemen

15. The Advisory Committee recalls that, by its resolution 2140 (2014), the Security Council requested the Secretary-General to create, for an initial period of up to 13 months, a group of up to four experts, known as the "Panel of Experts", under the direction of the sanctions committee established in the same resolution, to monitor the sanctions regime, consisting of an assets freeze and a travel ban. The Panel will collect information on and monitor the implementation of the measures imposed by the Council.

16. The Secretary-General indicates that the Panel of Experts is expected to conduct extensive field work and on-site investigation of reported alleged violations, and to make recommendations as a result. Expected accomplishments of the Panel are (a) enhanced capacity of the Security Council to take follow-up action on alleged violations, (b) enhanced capacity of the Council to adjust the sanctions regime and (c) improved compliance by States and other entities with the sanctions measures (see A/68/327/Add.11, table 3). The Panel is expected to seek the cooperation and assistance of international, national and subregional organizations,

the United Nations country team in Yemen, including the Office of the Special Adviser of the Secretary-General on Yemen, and various sanctions monitoring teams, groups and panels. The Panel will be home-based, with a limited presence of experts expected in Yemen.

17. The Advisory Committee was informed upon enquiry that the total proposed resource requirements of \$2,477,400 net were inclusive of the non-recurring requirements of \$343,500 and reflected a staffing table of eight positions. Civilian personnel costs of \$576,500 comprised salary and common staff costs for one Political Affairs Officer at the P-3 level to be based in New York and five Field Service Close Protection Officers based in Sana'a, in addition to two local Drivers. Operational costs included fees (\$327,200) and official travel of the four members of the Panel of Experts for nine months (\$343,100), official travel of staff (\$343,300), acquisition of security equipment, rental of premises and security services (\$346,100), purchase and rental of vehicles and related costs (\$381,000), communications equipment and services (\$59,900), information technology equipment and services (\$23,800), and miscellaneous supplies and services (\$46,500).

18. Upon enquiry, the Advisory Committee was informed that it was preferable to purchase rather than to rent two armoured vehicles for the Panel of Experts. Despite the expected limited presence in Yemen of the Panel of Experts, the renting of armoured vehicles was deemed to be uneconomical owing to unfavourable rental rates on the local market. In addition, the Committee was informed upon enquiry that owing to a rise in the incidents of abductions involving United Nations personnel, armoured vehicles were considered by the Department for Safety and Security as the only reliable mitigation measure in order to prevent hostage-taking.

19. According to the report of the Secretary-General (A/68/327/Add.11), it is proposed to establish one position at the P-3 level (see para. 16 above) which will be mainly responsible for providing substantive advice and support to the Panel of Experts and serving as a focal point for drafting reports to the Security Council. It is further proposed to establish a full-time, close protection team, comprising one Close Protection Shift Leader and four Close Protection Officers at the Field Service level, and that the team will be supported by two local Drivers. The Secretary-General explains that the team will be based in Yemen and will provide a dedicated security capacity to the Panel, leveraging security support from the close protection team of the Office of the Special Adviser of the Secretary-General on Yemen whenever the Special Adviser is not in Yemen (see para. 5 above). At other times, it is proposed that the Panel will supplement its close protection team with a security detail from other United Nations offices. Upon further enquiry, the Advisory Committee was informed that for 2014, a 50 per cent vacancy rate had been applied for the Political Affairs Officer and a 33 per cent vacancy rate had been applied for the close protection officers as well as the local Drivers. **The Committee questions the possibility of filling all these positions according to the above-mentioned schedule and, in view of the time required for recruitment, recommends for all of them a vacancy rate of 50 per cent for the first nine months (April-December 2014). The Committee also recalls the request of the General Assembly that the Secretary-General ensure that vacant posts be filled expeditiously (see resolution 66/264).**

V. Conclusion

20. The Secretary-General's proposal for action to be taken by the General Assembly in connection with the Office of the Special Adviser to the Secretary-General on Yemen and the Panel of Experts on Yemen is set out in paragraph 32 of his report (A/68/327/Add.11).

21. **Taking into account the recommendations in paragraphs 9, 14 and 19 above, the Advisory Committee recommends that the General Assembly:**

- (a) **Take note of the report of the Secretary-General;**
- (b) **Approve the additional resources in the total amount of \$3,265,100 net (\$3,377,900 gross) for the Office of the Special Adviser to the Secretary-General on Yemen and the Panel of Experts on Yemen;**
- (c) **Approve a charge in the amount of \$3,265,100 (net of staff assessment) against the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2014-2015.**

Annex

Location of close protection teams and number of officers (as at 11 April 2014)

<i>Location</i>	<i>Mission entity</i>	<i>Total number of Protective Services Officers</i>
Afghanistan	United Nations Assistance Mission in Afghanistan	31
Burundi	United Nations Office in Burundi	4
Central African Republic	United Nations Integrated Peacebuilding Office in the Central African Republic	4
Côte d'Ivoire	United Nations Operation in Côte d'Ivoire	13
Cyprus	United Nations Peacekeeping Force in Cyprus	2
Democratic Republic of the Congo	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo	9
Guinea-Bissau	United Nations Integrated Peacebuilding Office in Guinea-Bissau	4
Haiti	United Nations Stabilization Mission in Haiti	7
Iraq	United Nations Assistance Mission for Iraq	24
Israel/West Bank/Gaza	United Nations Special Coordinator Office for the Middle East Peace Process	8
Israel/West Bank/Gaza	United Nations Truce Supervision Organization	5
Israel/West Bank/Gaza	United Nations Relief and Works Agency for Palestine Refugees in the Near East	5
Lebanon	Office of the United Nations Special Coordinator for Lebanon	22
Liberia	United Nations Mission in Liberia	6
Libya	United Nations Support Mission in Libya	10
Mali	United Nations Multidimensional Integrated Stabilization Mission in Mali	5
North Darfur	African Union-United Nations Hybrid Operation in Darfur	24
Somalia	United Nations Political Office for Somalia/United Nations Support Office for the African Union Mission in Somalia	8
	United Nations Assistance Mission in Somalia	
South Lebanon	United Nations Interim Force in Lebanon	24
South Sudan	United Nations Mission in South Sudan	12
Syrian Arab Republic	Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria	6
Syrian Arab Republic	Joint Mission of the Organization for the Prohibition of Chemical Weapons and the United Nations for the Elimination of the Chemical Weapons Programme of the Syrian Arab Republic	12
Syrian Golan Heights	United Nations Disengagement Observer Force	9
Total		254